DOCUMENT RESUME

ED 045 815 08 VT 011 935

AUTHOR Griessman, B. Eugene, Ed.
TITLE Concerted Services in Training and Education: An Evaluation of Developmental Change. Advance Report.
INSTITUTION North Carolina State Univ., Raleigh. Center for Occupational Education.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO ER-7-0348
PUB DATE 69
GRANT OEG-2-7-070348-2698
NOTE 35p.

EDRS PRICE EDRS Price MF-$0.25 HC-$1.85
DESCRIPTORS *Adult Vocational Education, *Articulation (Program), Community Change, Economic Change, Educational Needs, Employment Problems, *Interagency Coordination, *Pilot Projects, Program Evaluation, *Rural Development, State Agencies
IDENTIFIERS RDC, *Rural Development Committee

ABSTRACT

In the Fall of 1963, President Kennedy created the Rural Development Committee (RDC) and charged it with the responsibility of providing leadership and guidance to the several Federal departments and agencies responsible for rural development program functions. To help find solutions to problems facing the rural population, the RDC proposed a task force be created to explore the feasibility of developing pilot projects in three selected rural areas. These projects were to be designed to make use of the combined resources of all appropriate Federal departments and agencies, including their respective cooperating state agencies. Thus concerted services projects were established in Minnesota, Arkansas, and New Mexico with the strategy to minimize the deleterious effects of technological change upon rural communities. This advance report is derived from detailed evaluations of these three projects, available separately as ED 042 899, ED 042 904 and ED 042 905. (Author/JS)

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JUL 8 1970
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B. EUGENE GRIESSMAN

EDITOR

ADVANCE REPORT

CENTER FOR OCCUPATIONAL EDUCATION

NORTH CAROLINA STATE UNIVERSITY AT RALEIGH

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VT011935

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION—BUREAU OF RESEARCH
DIVISION OF COMPREHENSIVE AND VOCATIONAL
EDUCATION RESEARCH
PROJECT NO. BR-70348—GRANT NO. OEG-2-7-070348-2698

ED045815

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ADVANCE REPORT

CONCERTED SERVICES IN TRAINING AND EDUCATION

INTRODUCTION

Later this year Concerted Services in Training and Education (CSTE) will be formally appraised in three separate state reports. The present volume represents an advance report of several findings from these larger documents. Essentially it summarizes the conclusions that have been reached by the evaluation team. The reader wishing to review the supportive evidence for these conclusions should consult the state reports and the final report.

In the capacity of independent evaluators, we have continuously studied the CSTE pilot projects for over two years. Our purpose in releasing a resume at this time is two-fold: (1) to provide information about the project to interested individuals and agencies; and (2) to assist project administrators in policy formulation for the future of the program. The staff members and consultants who have taken part in the evaluation are:

ADMINISTRATION

JOHN K. COSTER, Director — Center for Occupational Education, North Carolina State University, Raleigh, North Carolina

PROJECT COORDINATION

B. EUGENE GRIESSMAN, Project Director — Center for Occupational Education, North Carolina State University, Raleigh, North Carolina

Arkansas

VERNON SMITH, Evaluator	
ALVIN L. BERTRAND, Consultant,	Professor, Department of Sociology and Rural Sociology, Louisiana State University
DENVER B. HUTSON, Consultant,	Head, Department of Vocational Teacher Education, University of Arkansas
JOHN A. ROLLOFF, Consultant,	Director, Research Coordinating Unit, Department of Vocational Teacher Education, University of Arkansas

Minnesota

LOIS MANN, Evaluator	
GEORGE DONOHUE, Consultant,	Professor, Department of Sociology, University of Minnesota
CHARLES E. RAMSEY, Consultant,	Professor, Department of Sociology, University of Minnesota

New Mexico

MARK HANSON, Evaluator	
RICHARD HOLEMON, Consultant,	Chairman, Department of Educational Administration, University of New Mexico
HORACIO ULIBARRI, Consultant,	Associate Professor, Department of Educational Administration, University of New Mexico

THE NATURE AND PURPOSE OF THE PROGRAM

In the fall of 1963 President Kennedy issued an order creating the Rural Development Committee (RDC). This committee was charged with the task of "providing leadership and uniform policy guidance to the several federal departments and agencies responsible for rural development program functions . . . ."[1]

The executive order was prompted by the number of rural people who had not equitably shared in the economic progress of the nation. Its rationale was the belief that utilization of federal resources, in cooperation with state and local governments, could rectify many rural problems. The overall strategy was to identify existing needs and to assist in their alleviation through a series of concerted actions.

The RDC proposed that a task force be formed to explore the feasibility of developing pilot projects in three selected rural areas. These projects were to be designed in such a way as to make use of the combined resources of all appropriate federal departments and agencies, including their respective cooperating state agencies. The idea in mind was that these projects would provide an opportunity to evaluate the feasibility and effectiveness of a concerted approach to solving the training and other selected needs of rural people. In addition, it was hoped that ways of improving the operation of the various programs would be discovered.

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[1] Executive Order 11122, Office of the White House Press Secretary, October 17, 1963.

Guidelines for implementing the local projects were selected. Next, a number of agencies of government that could provide services in a cooperative effort were identified. The dimensions of the undertaking can best be understood by an examination of the following list of cooperating governmental departments: Labor; Health, Education, and Welfare; Commerce; Interior; Agriculture; Small Business Administration; and Housing and Home Finance Agency. As the program developed other departments and agencies began to participate. These include the Office of Economic Opportunity, The Department of Housing and Urban Development, and the Department of Interior, Bureau of Indian Affairs.

Three states were eventually selected for the pilot projects--Minnesota, Arkansas, and New Mexico. One county was selected within each state and, after consultation with state and local officials, local coordinators were chosen. Field activities began in the fall of 1965.

Concerted Services in Training and Education was visualized as a strategy to minimize the deleterious effects of technological change upon rural communities. In the rapid shift from a basic agrarian economy to a sophisticated industrial complex many rural people had been left with too little education, too limited resources or too few skills to successfully compete in the emerging mass society. The program evaluated in this report was addressed to these problems.

THE CSTE OBJECTIVES

1. Develop general operational patterns for concentrating all of the available, emerging and necessary agencies and resources on the occupational education problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the three communities.

2. Identify existing and potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways in which these rural communities can provide educational guidance, and other services needed to help people become employable and secure employment. This would include development of plans for: (1) increasing basic educational skills, (2) improving general conditions of health and correcting physical conditions, (3) improving appearance and personal characteristics, (4) providing vocational counseling, (5) developing occupational competency.

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

CONCERTED SERVICES IN ARKANSAS

The subcommittee of the Rural Development Committee, charged with the responsibility for selecting a county in Arkansas for the pilot project, convened in June, 1965. After due consideration St. Francis County was chosen and a meeting was held in Forrest City in order to secure approval and cooperation from county leaders. With the exception of several large farmers, it was generally felt that the CSTE program would be an asset to the area. The majority opinion prevailed and on July 20, 1965, a letter was sent to the executive secretary of the RDC Task Force informing him of the willingness of St. Francis County people to participate in the CSTE program. Soon after this, a local coordinator, Mr. Ed Henderson, began his activities in the county.

Findings of the Evaluation Team

Objective No. 1

It was construed that the goal in mind was the establishment of a liaison between the various agencies in the community interested in health, education, and welfare programs and between the local, state and Federal government branches of these agencies. The evaluation procedure involved determining whether or not the coordinator had succeeded in this task while at the same time involving more of the community residents in various programs.

The evaluator learned that the coordinator made numerous contacts with administrators of federal program in Washington in order to facilitate:

(1) the dissemination of strategic information to local program directors; (2) the approval of proposals submitted by local agencies and their subsequent funding; (3) his own knowledge of guidelines relevant to new or expanded program developments.

The coordinator acted as an advisor to some 23 committees and agencies in the local communities (such as Public Housing Authority, Manpower Development and Training Committees, Technical Action Panels, Cooperative Area Manpower Planning System, and the Office of Economic Opportunity) on many occasions. His role of advisor was earned primarily as a result of his: (1) having an expertise with regard to federal assistance programs, (2) ability to write project proposals, (3) knowledge of prospective and potential clients for various agencies.

The coordinator served as an assistant to the administrators of various types of programs in the following ways: (1) by serving in a public relations capacity before representatives of industries seeking sites for plant location; (2) by doing actual field work on various programs whenever agency personnel were not available.

It is important to note the covert participation of the coordinator in the development of several services. In one instance a respondent informed the evaluator: "With the exception of two or three people, everyone thought this idea was (the official's) with Concerted Services coming in at the end to offer support."

The conclusion of the evaluation team is that Objective I of the program has been met rather efficiently. In St. Francis County it was obvious, from the evaluator's participation in various meetings, that

prior to arrival of CSTE the various agencies were not coordinating their activities to best advantage nor were they obtaining all of the funds for which they were eligible. Perhaps the coordinator's greatest service was as liaison agent to the various departments and agencies in the Federal government. Local agency people were often not aware of resources available to them in some cases they did not have the expertise to successfully apply for these resources. The evaluation survey indicated that an overwhelming majority of the community leaders interviewed readily acknowledged the coordinator's help in specific ways.

Objective No. 2

The investigation of the evaluation team disclosed the following efforts of the coordinator that had relevance for the above objective:

1. The coordinator developed a full acquaintance with all federal programs relating to occupational and educational programs within the county, including those available to adults as well as youth. Toward this end he attended a course offered at a local university on the funding of government programs.

2. The coordinator contacted all industries and potential employers in the county to determine the availability of employment opportunities.

3. The coordinator made several trips to Little Rock and Washington to work on employment and educational projects.

4. The coordinator worked with state and local officials to implement the construction and opening of a vocational training school in

St. Francis County. In addition, he helped locate a building and find equipment for an OEO school in a neighboring county.

5. The coordinator succeeded in creating an awareness of employment and training opportunities by informing agency directors of other programs available to their clients.

6. The coordinator inspired and assisted in the development of a central information source of employment opportunities (an outreach station for the ESD office) within a neighboring county.

Objective 3

This objective appears to overlap Objective 2 to a considerable extent. However, it is interpreted by the evaluation team that the intent was to focus upon programs to increase educational skills and general conditions of health and welfare.

The coordinator worked with the principals of several schools in the county and with the district school superintendents to improve the existing adult basic education program. He was successful in convincing administrators of the worth of such an expanded program and was instrumental in having additional facilities and personnel allocated for this purpose.

The coordinator, through a community survey sponsored by the ESD office located the names of county residents in need of particular types of health services and made these names available to county health officials. These officials thereby increased their contacts and service files.

The coordinator assisted in improving health and welfare in an indirect manner by: (1) acquainting the officials of educational programs with health facilities available to their students and clients; (2) helping develop programs for training para-medical personnel such as nurses aides and licensed practical nurses.

The coordinator was instrumental in the addition of job orientation sessions to several educational programs. These sessions were designed to treat such topics as "appearance and personal characteristics," in order to improve the student's employability.

The coordinator worked with the directors of the various programs related to adult basic education (MDTA, ESD, OEO, and Crowley's Ridge Vocational Technical School) in order to develop skills beyond vocational training. This was accomplished by arranging additional hours of instruction each day, through use of adult basic education funds.

It is obvious that Objective 3 is a broad one. As a matter of fact, almost any activity that was initiated under the auspices of the CSTE office could well be treated under this objective. If, however, attention is directed specifically to educational and health objectives, it is clear that goals of this type were achieved. In fact, the amount of local publicity derived from these efforts indicate that local interest was both aroused and fostered. For example, there is no way of knowing how many clients were assisted from the Welfare Department. However, the following numbers of welfare clients enrolled in training and education programs, which CSTE had a role in initiating, is indicative of CSTE's contribution to the welfare of the community.

Title III-B	5 of 137 participants were welfare clients (three county area).
MDTA:	141 of 221 participants were welfare clients
Emergency Food and Medical Service Programs:	Of 510 families handled since program implemented in May, 1968, 16 of the families were welfare families averaging 5.8 members each (three county area).
ABE:	Approximately 57 percent of cumulative total of 1,254 or 714 of participants were welfare clients.

Consumer education, budgeting, sewing and homemaking classes are available to welfare clients in conjunction with CAA Neighborhood Service Centers and Extension Service.

The evaluators, while acknowledging the work accomplished, felt that more could have been done in connection with the family planning clinics and the Emergency Food and Medical Service Program. Apparently part of this unmet need related to the difficulty of establishing liaison with Welfare officials.

Objective 4

An effort was made by the evaluation team to relate the endeavors of the coordinator specifically to economic betterment. Admittedly, data of this type are difficult to defend. Nevertheless, the increase of economic activities and development within the local area listed below, can be related at least partially to efforts of the CSTE program.

The coordinator assisted in the development of an OEO, Title III-B program for seasonal farm workers. Forty participants completed this

program. The annual income of these forty individuals prior to their training had been reported at approximately $49,000. Their projected annual income on the basis of jobs secured after completion of the course was $124,590. This represents an increase in income of some $95,000. Of course, this increase has to be interpreted in the light of the cost of the program.

The coordinator devoted considerable time to increasing the number of trade-extension classes in the area. During 1968, the number of such classes in St. Francis County increased from 17 to 48 and the number of students taking these classes increased from 266 to 881.

The coordinator worked with public housing officials at several levels in an effort to construct attractive housing. It was estimated by officials that some 200 new units will be under construction by the end of the 1969 fiscal year.

The effort and ingenuity of the coordinator in developing trade extension courses is illustrated by the home economics courses developed and offered in St. Francis County. When the coordinator learned that a Holiday Inn was planning to open a facility in Forrest City, he contacted managers of several motels in the area as well as other facilities using professional housekeepers, and was able to show a need for two classes in "commercial housekeeping." He then contacted State Department of Education officials who requested the Division of Home Economics to provide staff. A total of 81 persons were trained in the areas of commercial housekeeping and food services in a year's time.

As a result of this effort and other work of the coordinator and his staff, trade extension courses are now an established part of training and education in the county.

The recognition of this CSTE effort is shown by the comment of the Industrial Relations Manager of a local plant. In an interview he commented, "He has been instrumental in the typing school. This is the first time I've ever seen a program do something immediately. Many of our employees have attended for upgrading purposes. The local school system just doesn't do the job."

A further example of the work of the CSTE coordinator in development of grade classes is that, as a result of his initiative, 17 classes relating to electronics were offered to approximately 300 trainees in order to meet the employment needs of a local television manufacturer.

The evidence available leaves little question that economic benefits were derived from the project. The consensus among the evaluation team was that a greater benefit of this type was derived than could well have been expected. There is, however, a real question as to whether or not more such benefits could have been derived under a different or more vigorous approach. This cannot be known until alternative approaches are evaluated in an expansion of the project.

Objective 5

In their discussion, the coordinator and the administrator of ESD concluded that there was a need for helping the farmers of the county upgrade their farming skills and practices. They followed up this idea

by ascertaining whether MDTA classes for farmers could be established. Eventually two classes, each with an enrollment of 20 farmers, were established. The success of these classes is attested by the fact that prior to enrollment, about 40 percent of the students (low income farmers) had basic soil conservation plans on their farms. By graduation, all of these trainees had made conservation plans. The trainees applied soil and water conservation measures at a faster rate than before receiving training. Farm income, however, did not increase accordingly. A poor growing season plus a slight economic recession defeated possible gains.

Nonetheless it was concluded that CSTE had a role in improving individual well-being and indigenous leadership in St. Francis County. Accomplishments of this nature will be more readily appraised in the long run but indications are already in evidence in terms of the greater number of individuals participating in various occupational activities and community projects. There is also evidence that the level of living of many individuals has improved.

Objective 6

The coordinator was able to link the activities of the Neighborhood Youth Corps Out-of-School Program with those of the State Department of Education, Division of Adult Basic Education and thus increase the funds available for educating high school dropouts. He was able to obtain additional funds so that vocational trainees could obtain training in general education beyond their vocational interests. This program was innovative insofar as the entire state of Arkansas was concerned and it received widespread attention.

The coordinator was able to help administrators of local systems locate staff, direct curricula, and recruit students for vocational programs. The coordinator called the attention of the evaluators to possible ways of improving the Concerted Services program.

The relatively low educational and occupational levels in St. Francis County lead the evaluation team to the conclusion that the community development problems are in large part traceable to these factors. Thus, care has been taken to determine whether or not CSTE efforts have been directed toward improving educational opportunities and broadening the occupational perspectives of local employables. The findings reported suggests that the coordinator had considerable success in endeavors of this type. In fact, in some ways efforts of this type may be considered the heart of the CSTE program.

Overview of the Evaluation

In presenting the views of the evaluation team, they would remind the reader that the objectives of CSTE are broad in scope. In fact, some would say that there is a utopian aspect to the goals set for the program. Nevertheless, in light of the findings, the evaluators cannot but report a considerable degree of success. A review of major evaluation findings places this report in summary perspective and provides a conclusion to the study. The CSTE program objectives were achieved in St. Francis County because:

1. Community leaders were consulted prior to the involvement of the community in the program.

2. Vocational and educational programs developed in the county received preferential treatment from state and federal officials.

3. The coordinator's activities did not come to be defined as being limited to a highly specialized area.

4. The coordinator did not have an administrative tie-in with any one program or combination of programs.

5. The coordinator that was selected was a qualified, highly respected local person.

A final observation may be made that it will be virtually impossible to duplicate all of the above conditions in every county within a state. Nevertheless, the benefits that are potentially derived make such an effort a worthwhile undertaking.

CONCERTED SERVICES IN MINNESOTA

Concerted Services in Training and Education was initiated in Todd County, Minnesota in August, 1965. Other counties were considered--Redwood, Beltrami, and Otter Tail--but Todd County was judged to be the most suitable for the pilot program. Several changes have taken place in the local administrative structure of the project since its inception. The first coordinator, William Dorsey, has been replaced by Sherman Mandt, the local office has been moved from Long Prairie to Wadena, an assistant coordinator has been employed, and the program has been expanded to include both Wadena and Otter Tail Counties.

In viewing both the program activities and the objectives of Concerted Services in Minnesota, the evaluation may be divided into an appraisal of four relatively distinct functions. In order of time sequence, although not necessarily in order of importance, these functions are: (1) the research function--identifying problems, needs, and resources. The second objective of CSTE is within the province of this function. (The CSTE objectives are listed on page 5). (2) The coordinating function--bringing existing agencies and institutions into closer cooperation to meet the needs identified in the research function. The first and fourth objectives of the Concerted Services project are within the province of this function. (3) The educational function--developing training programs, adult education meetings, and the like to help people increase their awareness, knowledge of resources and skills. The third

objective is within the province of this function. (4) The development function--developing new organizations, indigenous leadership and the like. Both objectives five and six are directed toward community development, personal attitudes, and social structures.

The Research Function of the Coordinator

The research function in programming has been recognized increasingly as in integral part of successful programs. It is not by accident that most corporate structures have provided for large divisions in their sub-systems for research and development--a combination that points positively toward the integration of the two.

The second objective of this program was a statement of the recognition of the importance of first identifying problems, needs, and resources. It appears to the evaluators that this objective has been realized quite effectively.

A Manpower Survey was conducted by the staff of the Smaller Communities Survey team in Todd County Minnesota that was completed in January, 1966. Another similar survey was conducted in Wadena County after the geographical area of CSTE was enlarged. The coordinator worked closely with the team by helping in the area of publicity, working with other agencies, and utilizing his expertise and contacts with many government programs. His follow-up activities of the survey have included:

An Employment Security Commission representative who now spends one day in each county each week. This service was not previously available.

Basic education classes that have been organized because of need evidenced by the surveys.

Information that has been used to update the Overall Economic Development Plan community brochures.

The information has been used to interest new industries to locate in the area.

The manpower surveys represent the principal product that is germane to the second objective. In addition, other research-related activities have been undertaken such as assisting in establishing an experimental irrigation farm at Staples Vocational School, a joint venture with the University of Minnesota.

We conclude that efforts in the direction of achieving the goals set in Objective 2 have been highly successful. We believe that the existing base will result in a continuous flow of relevant information out of which future programs may emerge.

The Coordinating Function of the Coordinator

The first and fourth objectives call for concentrating the work of merging existing agencies in the area of employment and related problems; job training; and job development in the community. There is more to coordination, however, than simply arranging meetings and agreements between existing agencies. Many communities have power structure representing relationships between leaders without whose approval, tacit or otherwise, any program will fail. Coordination, then, in a sense, must include legitimizing programs with power figures as well as with the populace. This legitimation is as important an underlying feature of the program as is its actual process of obtaining interagency cooperation.

One of the coordinator's problems was that he found it difficult to delineate the power structure of the county. He indicated that the CSTE advisory committee was not the power structure or maybe not even a part of it. Although he was not instructed to do so, he felt that it would have been wise to have identified the community leaders and their goals at the outset, even though their own goals might have differed from those of the total community.

The coordinator described the training sessions for the local coordinators as intense and valuable. He felt that the liaison officer assigned to the project was the key person for him in the Washington office.

The CSTE office initially was shared with the OEO county director. It thus was difficult for him to keep from being identified with the "Poverty Program." In interviews with county officials three years later, the Concerted Services project was still confused with the OEO program. The achievements of Concerted Services were made without projecting its identity to the public. In fact, there is evidence that Concerted Services helped other agencies to get their programs through. This is due in part to the fact that the local coordinator has a direct link to Washington that is not available to local employees of other government agencies.

The Educational Function of the Coordinator

Given the project orientation of the program, there is no function in which success or lack of success can be more easily seen than in the

educational function. First, vocational training is mentioned in practically all of the objectives. Second, the number of classes, the number of participants, the number of graduates, and changes in employment status constitute "hard data." Third, the role of the CSTE coordinator in the educational function is clearly central to the coordinating role, since he does not offer courses himself but rather helps other agencies develop training programs. Fourth, the economic development of the area is clearly tied to vocational training in the concept of the program envisioned by the Task Force. Therefore, the educational function can be described both objectively and as a central area within which other functions are seen.

One of the less publicized aspects of the Concerted Services program was that of developing more interest in vocational education than the agencies could handle. This appears to be the case in Todd and Wadena counties in 1968 as a waiting list for Vocational Rehabilitation Services accumulated.

The coordinator has worked with the head of the vocational agriculture department at Staples Area Vocational School to bring about changes in the Veterans Administration Farm Training Program. He was instrumental in acquiring funds to continue a farmer general program.

The coordinator was also instrumental in getting a basic construction course approved and funded for Todd County. He had been aware of the inadequate housing of low income farm families and he knew that the Title V program was available to help these people to improve their homes. The coordinator met with Title V officials, Minnesota Employment Security personnel, and the director of the Staples Area Vocational School to

obtain their cooperation. As a result of the coordinator's unique position, he was able to bring together the agencies necessary to provide a special course to meet a community need. The course was tailored to the schedule of farmers rather than a school year.

The CSTE coordinator has had an active role in assisting the establishment of a number of educational programs; he has been important in developing interagency cooperation needed, in developing curricula, and in finding students, especially in matching programs to student needs. In certain programs, such as the graphic arts program (Staples Area Vocational School) it was the direct linkage to Washington that made possible expediting the program and allaying local frustrations about a needed program.

The Community Development Function of the Coordinator

In viewing the role of the coordinator in the educational realm, we can conclude that the principal contribution in the Minnesota program has been that of expeditor rather than change agent. A change agent is one who, by some means, redirects thinking and later action in the community. This is not to say that there are no projects in the three counties that would not have been there had not the coordinator been present; indeed, there is every indication that the presence of the coordinator made the difference in several projects. The expeditor, however, makes possible or hurries along that which is already desired or needed. We believe that the main contribution of CSTE in Minnesota to date has been the expeditor function.

CONCERTED SERVICES IN NEW MEXICO

The project was initiated in Sandoval County, an area that is rich in the traditions of ancient cultures. But the county could be viewed by an economist as an area that generally has been passed over by the economic revolution and is slowly suffocating for want of economic inputs.

The Role and Resources of the Coordinator

The coordinator's role was structured in such a way that he was to contribute toward achieving the stated objectives by inducing other agencies to do the work. The coordinator was given no authority over agencies or committees in Sandoval County. This meant that he could not guide their effort by directly controlling their action. He had to find other means through which he could influence their activities.

The instructions of the Task Force to the coordinator were limited and general. He was asked to work behind the scenes and to take no credit for success from other agency directors. The coordinator has had high status, however, because he was appointed by a Presidential Task Force and reports directly to Washington. Another contributing factor is that he is "legitimized" to perform many tasks and see many people denied to other agency directors.

If one were to observe the day-to-day activities going on in the office of the coordinator, he would likely witness some of the following, seemingly unrelated, activities. The secretaries might be (1) writing letters for a committee, (2) compiling a list of activities being

pursued by other agencies that would later be distributed throughout the county, (3) mailing literature to other agencies, (4) mailing individually typed letters to inform or remind people of meetings, (5) taking minutes at meetings and then sending copies of those minutes to participants.

The coordinator might be (1) writing a project proposal, (3) contacting a business that had shown interest in locating in Sandoval County, (3) talking to an agency director or his staff about the possibility of their sponsoring a new project, (4) visiting the supervisors of state agency directors in Santa Fe, or federal agency directors in Texas or Washington, (5) attending an agency meeting and occasionally making suggestions, (6) calling a meeting of local citizens, (7) traveling to Texas or Washington to check up on the status of a project proposal.

One of the primary functions of the coordinator has been to help contribute to the socioeconomic development of the county. One strategy for stimulating such development is that of getting a particular agency to participate in special projects. The steps in the coordinator's strategy generally have been:

1. Establishing rapport with the target agency.

2. Presenting the agency director with an idea for project development that incorporated a plan on how the project could operate and the resources that would be necessary.

3. Acquiring permission from the target agency director to see his supervisor.

4. Injecting stress in the relationship of the parent organization and the target agency by establishing an expectation toward change in the mind of the supervisor.

5. Answering technical questions that might have blocked or delayed the project.

6. Providing training sessions for the staff that established new patterns of activity.

7. Helping to write the project proposal.

Economic Changes

From the representative data available, it can be reasonably asserted that Sandoval County is enjoying relatively normal growth in relation to the rest of New Mexico. This statement, in itself, is salutary for this multi-cultural, economically poor area. Establishment of local committee machinery and, more importantly, maintenance of initiative to attract county-located industry as a means of producing jobs, have been the most inspiring economic promise observed.

Modest though the evidence is in terms of magnitude, the coordination and service efforts of Concerted Services have apparently been effective in: (1) increasing manufacturing jobs in the county; (2) disseminating specific information and initiating job training for the unemployed. It seems evident also that had Concerted Services not been introduced into the county, there could have been a greater drop in employment because of the 1966-67 termination of construction jobs and those jobs directly dependent upon construction activity.

Objectives[2] and Accomplishments of Concerted Services

Objective No. 1

The task of concentrating the human and material resources of public and private organizations on the county's socioeconomic developmental problems has been a major concern of Concerted Services. The coordinator has been able to involve several county agencies in various programs by:

1. Inducing them to acquire a new objective related to combating the problem of poverty.

2. Assisting them to prepare project proposals or to assemble information for proposals.

3. Soliciting local and state support for the proposals.

4. Convincing state and federal officials that the proposals are practical.

If the proposals are funded, the coordinator assists the local agencies to:

1. Acquire men and equipment to administer the program.

2. Prepare plans for conducting the program.

3. Apply for extensions on the life of the program when the termination date draws near.

Another strategy employed by Concerted Services is to organize a local development organization around an idea to resolve an existing socioeconomic need. With reference to Objective 1, Concerted Services has been able to marshall the resources of many government and private

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[2]For a statement of the CSTE Objectives, see page 5.

organizations; and, as a result many of the economically deprived residents of the county have received educational, social, economic, and health benefits that they otherwise might not have received.

Objective No. 2

Concerted Services surveys the state systematically in search of training programs for residents of Sandoval County. As a result of these efforts, Sandoval County has one of the best records in the state for the number of residents trained. Concerted Services maintains a ready file containing the names of individuals who wish to enter training programs. Since the arrival of Concerted Services to June 30, 1968, 126 residents had received MDTA or RAR training, 160 Title V training, and 643 high school vocational education training. Before the arrival of Concerted Services, almost no Manpower training was being conducted for county residents.

The task of "identifying existing and potential employment opportunities" has been difficult. Because Sandoval County has only one industry, employment opportunities are very limited in the county. Although Concerted Services has successfully placed many training program graduates, many others have been unable to find employment.

In an attempt to resolve the local employment problem, the coordinator has attempted to bring industry into the county. Thus far he has not been very successful in his attempts.

In brief, Concerted Services has been quite successful in the identification of and placement in training programs. But the placement

of trainee graduates has been a major problem. Employment possibilities generally do not exist in the county and many trainee graduates are not willing to leave their traditional environment for jobs outside commuting distance.

Objective No. 3

Before the arrival of Concerted Services no vocational training programs existed in Sandoval County. The superintendent of the Bernalillo Public Schools reported that the coordinator was instrumental in directing the attention of the school system leaders toward vocational education. The school system received $121,980 of Public Law 89-10, Elementary and Secondary Act of 1965, Title I funds. Vocational programs now exist in bookkeeping, typing, office education, automobile mechanics, building trades, refrigeration, electricity, agriculture, nurse's aide, printing, and drawing.

Concerted Services was also instrumental in the application for, and receipt of, a $279,000 EDA Grant under the Public Works Economic Development Act of 1965. Additional facilities will be added to complete the vocational complex already existing.

In Bernalillo approximately two thirds of the homes are substandard. The Building Trades Program of the Department of Welfare remodeled 45 homes in 1966, 67 homes in 1967, and 33 homes through June, 1968. Concerted Services was instrumental in the initiation of this program. In brief, the evaluators believe that Concerted Services has contributed significantly to the development of the new educational, occupational, guidance, and health services called for by Objective No. 3.

Objective No. 4

A test of occupational education programs is the employment of the graduates of training programs. The students who entered training programs generally had no marketable skills and many had never held a job before. Often they were illiterate. In the formulation of many programs, a special attempt was made to enroll unemployed heads of families.

The data gathered in Sandoval County indicate that individual projects have generally placed anywhere from 40 percent to 60 percent of their graduates. Considering the background of most trainees, the employment ratio appears to demonstrate the point that occupational education programs do in fact significantly increase employment opportunities.

Objective No. 5

Concerning the objective of "developing indigenous leadership," it can be said that leadership has developed; but only among the "haves." Several outstanding leaders have arisen as the new local development organizations have begun to assume a greater role in the life of the community. The local development organizations have successfully completed projects that would never have been possible a few years ago simply because the interest of potential leaders was diverted elsewhere. Now that interest has been focused upon the socioeconomic development of Sandoval County, local leaders are rising to fill the leadership vacuum. These new leaders are coming exclusively from the group that represent the "haves."

The evaluation team has observed the coordinator call meetings that represented specific social classes or cultural groups. He has probably been more effective at this than any other single person in Sandoval County. The county would benefit if the coordinator would apply his skill more often in an attempt to bring closer cooperation between the poor and the affluent.

Objective No. 6

This objective is basically a prerequisite to the five objectives listed previously. The "recommendations for necessary adjustments" have come in the form of project initiation. The contributions of these projects have already been discussed.

Conclusion and Discussion

The success of the Concerted Services concept has been greatly facilitated by the way the role of the coordinator has informally developed. The role of the coordinator incorporates the following elements:

1. The coordinator is a member of the Spanish-American minority and a native of New Mexico. Because the coordinator is Spanish-American he has "entrance" into groups that are predominately made up of Spanish-Americans. A member of another ethnic group would not have this capability.

2. The coordinator has "job protection" against threats and pressures of vested interest groups.

3. The coordinator is legitimized to cross state and federal organization boundaries.

4. The coordinator has a high status rank which enables him to deal with highly placed federal and state officials.

5. Through his liaison in Washington, the coordinator has a direct line of communication with federal officials.

6. The coordinator is familiar with the federal and state policies, programs, and processes.

7. The coordinator is skilled in the procedure of proposal writing.

8. The coordinator has not tried to take credit away from local agency officials for contributions made by Concerted Services. Because the coordinator does not assume credit for local project development, agency officials seem more willing to collaborate with him.

9. The coordinator does not assume formal leadership roles in local development organizations; he only acts as a consultant. This feature of the role is consistent with the view that Concerted Services should induce others to do the work.

10. The coordinator's actions are not manipulated or controlled by state or Washington officials. This feature permits the man who is on the scene to make judgments of existing needs and to take the proper action.